



Annual Report Fiscal Year 2002

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Modified Annual Report of the Congressional Research
Service of the Library of Congress for Fiscal Year 2002
to the Joint Committee on the Library United States
Congress Pursuant to Section 321, Public Law 91-510

**. . . the Congressional Research
Service . . . help[s] us and our staff
make sense of the many complex
issues we face every day.**

–Representative Pete Sessions, October 31, 2001

*Mr. President, I have here a
memo from . . . a Legislative
Attorney for the American Law*

*Division [which] gives an
excellent legal analysis of my
amendment and specifically
addresses potential first
amendment questions.*

*–Senator Gordon Smith,
February 26, 2002*

**CRS provides
invaluable help
to all of us.**

*–Senator Edward M. Kennedy,
December 17, 2001*

*We should also remember our
“extended” staff, including
Dan Mulhollan and his
experts at the Congressional
Research Service . . . all of
whom provide excellent
support to our deliberations.*

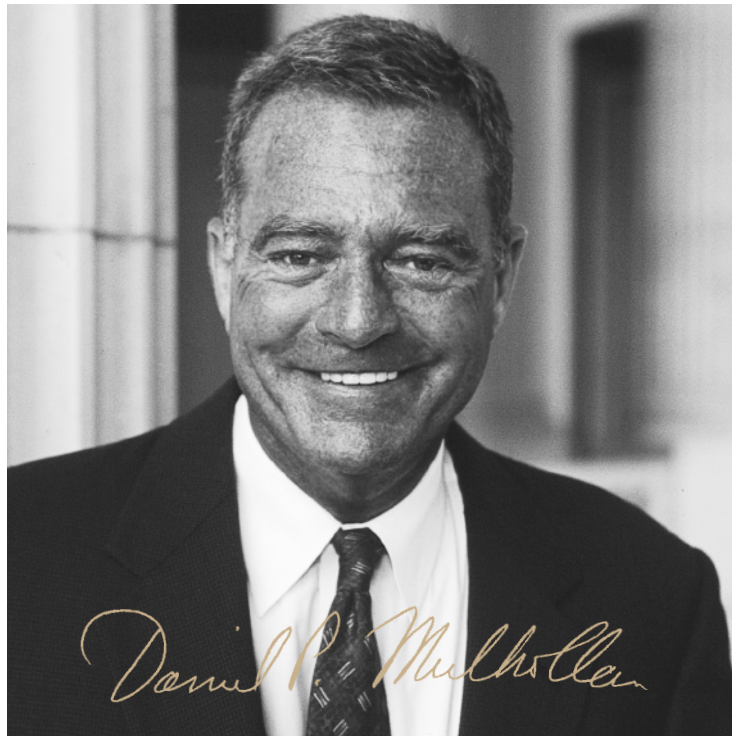
*–Representative Steny H. Hoyer,
December 20, 2001*



A Message from the Director

Anthrax attacks on Capitol Hill in October 2001 marked the beginning of fiscal year 2002, a time of unprecedented circumstances for the Congress, for the Nation, and for the world. The CRS mission—to contribute to an informed national legislature—has been a mission of critical importance during a time of foreign turbulence and domestic uncertainties.

Each day the Congress addresses critical issues with vital consequences for all Americans. The terrorist attacks, the conflict with Iraq, and the need for homeland security call for difficult tradeoffs between the need for greater security



on the one hand, and important economic, social, and constitutional considerations on the other. Budgetary realities may well require difficult choices among competing priorities, as new responsibilities for establishing stable and democratic regimes overseas are superimposed on requirements for military preparedness, domestic and social programs, counterterrorism and intelligence capabilities, and economic stimulus. In all these areas CRS stood ready to support Congress with a wide array of expertise.

The day after the September 11 attacks, CRS provided Congress with immediate access to its experts and to products relevant to terrorism. Congress consulted with CRS on war powers, immigration policy, emergency supplemental appropriations, economic repercussions, law enforcement, and legislation leading to the USA Patriot Act, which enhances governmental powers in investigating and penalizing terrorism and supporting activities. CRS also assisted as the Congress reviewed possible results of bioterrorism including food safety, drinking water supply systems, disease control, and disaster medical preparedness.

While the Congress has faced extraordinary and continuing threats to the security of the Nation, it has also addressed many other significant policy problems and oversight challenges. Across these areas Congress turned to CRS for other expert assistance during the past year on issues including elementary and secondary education reforms, corporate financial integrity, election reforms, campaign finance reform, economic growth, and tax relief legislation. Among other current legislative issues, CRS supported congressional deliberations on the 2002 farm bill, trade promotion authority, extended fiscal year appropria-

tions cycles, welfare reauthorization, medicare structural reform, prescription drugs, global health insurance, and safety provisions in space programs.

CRS has resident expertise in virtually all disciplines to address the wide range of issues before the Congress. The work of its experts can be undertaken through original analysis, synthesis of existing research, the application of original models, unique databases, or other analytical tools that support collaborative internal research efforts. Information specialists provide quick responses to queries requiring absolute accuracy and timeliness. The breadth and depth of knowledge and experience enables CRS to form teams that come together quickly to provide integrated, cross-cutting responses on complex issues that span multiple legislative and program areas.

Complimenting direct congressional interactions with CRS is around-the-clock, online congressional access to analytical and information products. The importance of this online access for the Congress alone is demonstrated by increasingly heavy usage, extending to evenings and weekends, with more than a half million accesses in FY2002. The CRS Web site features a menu of 26 broad policy areas serving as a gateway to nearly 700 actively maintained CRS products across 150 current legislative issues. An updated, searchable database provides an alternative means for locating CRS products. Live webcasts of selected CRS programs and online access to recordings of seminars have been added to the Web multimedia page. The Legislative Information System (LIS), a joint effort with the House and Senate that offers the Congress complete status and text of all bills introduced on the floor in both chambers, has been enhanced with the addition of links to an expanded number of products.

Other technological improvements this past year included development of a secure, encrypted email system to transmit CRS services to the Congress and a Web-based system for placing requests to CRS. Nearly 30,000 requests were received electronically through the CRS Web site during the fiscal year.

To ensure CRS availability to the Congress in the event of an emergency that renders some or all of Capitol Hill buildings uninhabitable, a plan to ensure continuity of operations has been implemented to provide support to the Congress the next day and to resume full support within weeks. Alternative facilities have been identified, and CRS staff has been trained in emergency procedures so that there will be minimal interruption of service to the Congress.

CRS support during the past year thus responded to the needs of Congress in a number of ways—through its range of services, broad array of issues, enhancements to technology, professional expertise, and dedication of staff. CRS continually strives to provide objective, nonpartisan, and confidential services and products and to ensure that its work is accurate, authoritative, and timely. CRS staff recognizes that a successful response must not only be comprehensive and analytically sound, but it must reach the Members of Congress at the moment in the legislative process when it is needed. At CRS we take deadlines seriously because we know the speed with which legislative developments occur and the pressures under which Members and their staff must operate. We are fully committed to policies and procedures designed to make CRS as supportive to the Congress as possible so that legislators have the tools and analytical resources they need to address the critical challenges facing the Nation.

—Daniel P. Mulhollan

Service to the Congress

The Congressional Research Service (CRS) serves as a policy research resource for Congress by providing comprehensive analysis, research, and information services at all stages of the legislative process. CRS works exclusively and directly for the Congress, providing services that are reliable, timely, objective, nonpartisan, and confidential. During fiscal year 2002 CRS delivered research responses and services ranging from analysis and information accessed through the CRS Web site to personal consultations and confidential memoranda, delivery of expert testimony, support for hearings and investigations, evaluation of data,



examination of legislative options and proposed programmatic changes, and legal analysis.

For more than eight decades CRS has served as a primary source of authoritative and independent expertise for Congress. Flexibility has been key to keeping pace with congressional needs: throughout its years of service CRS has continually and actively updated and expanded knowledge on public policy issues of concern to the congressional audience while simultaneously providing institutional memory for Congress.

Challenges for CRS in FY2002

During this fiscal year CRS continued to work on its most critical challenges—building analytical capacity in areas of congressional concern; recruiting staff to replace those who are retiring, while providing continuity in legislative support to Congress; adapting technology to meet the changing information needs of Congress; and improving the security and infrastructure of its information networks.

The Congressional Research Service (CRS) serves as a policy research resource for Congress at all stages of the legislative process.

Indicators of CRS Performance and Productivity

CRS provided analysis, information, and service to the Congress in FY2002 on more than 811,000 occasions. These included responses to 83,000 requests for analysis,

CRS Products and Services for Congress, FY2002

Products and services	Total
Total completed requests and services provided	811,467
Analysis, information, and research requests ¹	83,073
Cited material and CRS product requests	16,853
Research center direct requests and self-service	33,039
Seminar, institute, and training participants	10,282
Client use of CRS electronic services ²	668,220
Custom products and services	
Custom writings prepared	2,141
In-person briefings and consultations completed (number of participations by CRS staff)	2,176
Responses primarily by telephone	42,239
Selected materials, database searches, and translations	36,434
Congressional distribution products and services	
New products prepared	808
Number of reports maintained through updates and revision	4,163
Copies distributed ³	852,427
Seminars, institutes, training (number of events)	334
Congressional offices served by CRS (percentage of total)	
Members	100%
Committees	100%

1. Analysis, information, and research responses are created for specific clients upon their request. Data include some requests that are not identified below in "Custom Products and Services."

2. Clients anonymously access topical reports, memoranda, and graphics via the CRS home page. Fax on demand services are included in this figure.

3. Includes electronic and paper copy distribution. The figure includes 92,127 CRS reports and issue briefs within the 30,256 info packs distributed.

Source: CRS Inquiry Status and Information System (ISIS) and other CRS data.

information, and research resulting in approximately 2,100 custom, confidential memoranda; more than 42,000 responses by telephone; and nearly 2,200 in-person briefings and consultations. There were about 17,000 requests for copies of specific CRS or other material; about 33,000 direct requests and self service provided at CRS research centers; and more than 10,000 participations in CRS seminars and training events.

FY2002 also saw more than 668,000 uses of CRS electronic (Web site) services, a trend that reflects a nearly 24-percent increase from the same number of electronic and telephone automated services in FY2001 (total for that year about 540,000) and a 64-percent increase from FY2000 (about 407,000 total). This trend reflects the increased emphasis CRS has placed on meeting the growing congressional demand for online services. The CRS Web site offers availability of CRS issue briefs and CRS reports 24 hours a day only to Members and committees of Congress and to CRS sister agencies (the Government Accounting Office and the Congressional Budget Office). See the table at left.

Outline of this Report

This FY2002 annual report describes CRS activities throughout the year to serve the Congress as well as efforts to streamline operations. Work on key policy issues before Congress is noted, followed by improvements in technology and selected major management initiatives and special projects. Appended are reports on the budget, progress on human resources issues, the current organizational structure and functions of various components, and CRS products completed for the year. ■

Legislative Support

Congress requested assistance from CRS as it considered numerous domestic and international issues, many pertaining to terrorism and homeland security in the aftermath of the September 11, 2001, attacks on New York City and the Pentagon. The following selected examples of CRS legislative support reflect topics of concern to Congress throughout the fiscal year.

Terrorism Issues of Paramount Concern

The day after the September 11 attacks, CRS provided Congress with immediate access to its experts and to

products most relevant to terrorism through postings on the CRS Web site. Among the areas of relevant, in-house expertise CRS identified for the Congress prior to the attack were terrorism policy, intelligence, law enforcement, emergency response preparedness, biological and chemical weaponry, border security, and war powers. One of the dozen CRS products highlighted for the Congress on September 12 was *Terrorism, Middle Eastern Groups and State Sponsors, 2001*, which had just been updated on September 10, the day before the attacks, and included a substantial section on Al Qaeda and Osama bin Laden—well before either captured headlines and became familiar names.

The day after the September 11 attacks, CRS provided Congress with immediate access to its experts and to products most relevant to terrorism through postings on the CRS Web site.

Members and committees of the 107th Congress have received ongoing assistance from CRS, frequently through briefings and confidential memoranda, in assessing the nature and magnitude of unprecedented terrorist threats and attacks, in seeking out and evaluating options, and ultimately in enacting nearly 50 public laws which directly and significantly respond, at least in part, to the September 11 acts of terrorism and the anthrax attacks which included the Congress as a direct target.



Examples of congressional use of CRS expertise in this setting abound. Congress consulted CRS experts on war powers in developing and considering the legislation authorizing a use-of-force response to acts of terrorism; on immigration policy in developing and considering legislation authorizing the issuance of visas to terrorism informants; on budget processes and on a large range of specific programs in developing and considering emergency supplemental appropriations as well as adapting annual appropriations to include an explicit focus on terrorism. CRS provided support on economic repercussions and recovery of financial markets; on transportation economics, tort liability and victim compensation in developing and considering legislation to provide assistance to airlines and to victims of the September 11 acts of terrorism; and on law enforcement, civil liberties, alien admissions to the United States and financial transactions regulations in developing and considering the USA Patriot Act, which enhances government powers in investigating and penalizing terrorism and supporting activities. CRS also assisted as Congress reviewed food safety, drinking water supply systems, disease control and disaster medical preparedness in developing and considering the Public Health Security and Bioterrorism Preparedness and Response Act of 2002, an act passed in response to a variety of bioterrorism concerns arising in part from the anthrax attacks which took place in the weeks following September 11. Details on some of the more notable examples are outlined below.

Congressional administration and Capitol security

Congressional administration, operations, and security of the Capitol complex were the focus of attention following the terrorist attacks and the discovery of anthrax-tainted mail in the Hart Senate Office Building in October 2001. CRS kept

relevant committees apprised of developments during the appropriations process with assessments of legislative branch programs and functions, histories of legislative branch activities, and analyses of proposals to reorganize agency functions. Other support included assistance with contingency options, development and implementation of a Senate emergency preparedness exercise, design of training programs to assist senior congressional staff develop continuity plans for Senate administrative officers, committees, and Member offices; and a survey and analysis of continuity planning in state legislatures.

Controlling weapons of mass destruction

Following the terrorist attacks and October anthrax attacks throughout the U.S. postal system, Congress showed renewed interest in halting the proliferation of nuclear, chemical, and biological weapons and their means of delivery among rogue or unstable states and terrorist groups. CRS provided Congress with products and customized research, breaking new ground in such areas as seaport security, extension of cooperative threat reduction efforts, and widening of missile technology control measures to better address threats from cruise missiles and unmanned aerial vehicles.

Economic impacts

CRS economists assisted Congress as it examined the nature, extent, and public policy implications of a mild recession and continuing sluggishness in the nation's economy during FY2002. They analyzed the impacts of the September 11 terrorist attacks on the economy and contributed to congressional evaluation of alternative proposals to ensure the continued availability of commercial property and casualty insurance for terrorism-related risk.

Energy infrastructure protection

As energy infrastructure security and emergency response became important areas of concern, Congress introduced several bills to increase security at nuclear power plants. In response to congressional inquiries, CRS reported on the vulnerability of the nation's nuclear power plants and electricity grids as well as the status of preparedness of emergency response.

European cooperation on counterterrorism and law enforcement

CRS analysts provided analyses of 27 countries for House consideration of cooperation between the United States and Europe in combating terrorism through law enforcement coordination and intelligence sharing.

Homeland security

Having closely supported earlier Senate initiatives and proposals for a Department of Homeland Security (DHS), CRS was well positioned to assist when the President formally proposed the creation of such a department. The Service presented Congress with phone and email contact information for nearly 100 highly relevant CRS experts, posting this information on the CRS Web site and mailing it to each Member of Congress. At the same time, CRS established a comprehensive research management structure to coordinate a large volume of intensive work related to the creation of this new department.

CRS experts working on homeland security are necessarily drawn from a broad range of expertise. This is because of the large array of policy and administrative issues that confronted Congress as it drafted and implemented a departmental blueprint for an exceptionally broad mission to be carried out by vast and varied resources. Thus CRS



attorneys worked on collective bargaining, immigration, and securing intelligence information. CRS scientists addressed interoperability of emergency communications, food safety, securing critical infrastructures, and protecting public health. Administrative experts analyzed federal personnel management flexibilities, administrative appointments and reporting and other departmental oversight requirements. Immigration experts worked on border control issues, options for issuing visas, and monitoring resident aliens. Transportation experts reviewed security and safety. Emergency preparedness experts investigated intergovernmental coordination, restructuring federal first-responder assistance, and types and levels of risk. Multiple and simultaneous applications for each area of expertise in CRS have been the norm in

meeting congressional analytical and information needs on homeland security.

To manage a large volume of urgent research assignments often requiring new combinations of CRS experts, the Service established a comprehensive research management structure that was tailored to the specific task before the Congress. CRS designated senior researchers to coordinate work across all divisions in eight major areas: the five principal aspects of the proposed and subsequently adopted departmental mission as well as administrative issues, funding, and congressional oversight. Such research management steps allowed the Service to meet unusually large congressional demands on CRS expertise throughout a fast-paced legislative process and to support continuing congressional needs in the implementation and oversight phases for the new department.

As the confrontation between the United States and Iraq escalated, CRS experts presented seminars for Members and staff with simultaneous Webcasts of these events through the Capitol Hill network.

As work on the legislation progressed, Congress received timely, expert assistance, which continues in the implementation and oversight phases for DHS. CRS has kept its experts apprised of all major developments with online services and, working directly with committees of jurisdiction, the Service has expedited delivery to all CRS homeland security experts of print copies of bills and draft

bills. Such steps, along with facilitated access to resources CRS developed in work on previous large-scale reorganizations (for example, legislation establishing the Department of Education and the Department of Energy) have positioned CRS experts to meet ongoing congressional needs, often on-the-spot in telephone or in-person consultations. These steps also have ensured timely updates for dozens of CRS research products assembled for ready online access on the CRS Web site.

Immigration

After the events of September 11, Congress and the Administration shifted the focus from considering new immigration programs to adjusting the entry and stay of foreign workers to security concerns. CRS assisted with legal issues resulting from this shift, including tightening standards and procedures regarding noncitizen security risks and tracking judicial decisions on the constitutionality of newly authorized enforcement practices. The CRS immigration team prepared analyses of how legislation to create the DHS related to existing legislation to restructure the Immigration and Naturalization Service and to the roles played by the Department of State and the Department of Justice in issuing visas.

Iraq

As the confrontation between the United States and Iraq escalated, CRS provided information to facilitate contact with its experts through the CRS Web site and direct mailings to all Members. At critical junctures CRS experts presented seminars for Members and staff with simultaneous Webcasts of these events through the Capitol Hill network.

CRS also established research coordination mechanisms tailored to the special circumstances presented by the

unfolding international tensions. The Service assigned experts across a number of disciplines and subject areas to work individually and jointly to address issues related to the confrontation. Relevant CRS expertise extends across defense (U.S. and Iraqi capabilities, weapons of mass destruction, intelligence, tactics), international organizations (most notably U.N. security and humanitarian relief functions), regions and countries (European Union, Gulf States, Middle East, Iraq, Turkey), economics (implications of budget impacts, volatile energy prices, trade impediments), energy (pricing, production, reserves), and law (war powers, preemption/prevention justifications for war, war crimes) and a number of other areas. Congress heavily utilized CRS expertise using contact information or already established working relationships for ongoing consultations, including work on extended research efforts. Congress also frequently consulted the dozens of research products that CRS maintains across all major areas of congressional needs. Congress has around-the-clock access to these products and other supporting services through a specially assembled grouping available on the CRS Web site.

CRS has developed additional services to meet extensive congressional needs for basic information to monitor international and domestic decisionmaking, events and disclosures relating to Iraq and its environs, public and official reactions at home and abroad, as well as legislative options and actions. The staff of the CRS Bill Digest Office maintains a comprehensive online service, updated daily, covering all bills and resolutions relating to Iraq, with annotations, current status, and direct links to bill language. CRS information research specialists maintain an online annotated listing of domestic and international official sources with links to underlying documents. These special efforts placed extremely heavy demands on CRS staff, but

they directly supported significant ongoing congressional needs as well as information needs of the analysts, allowing them to focus more exclusively and effectively on meeting congressional needs requiring their specialized expertise.

Military manpower management

CRS defense analysts addressed manpower issues in the war against terrorism such as the role of the military reserves and the national guard and recruitment and retention of the U.S. active military.

Oil price spikes and supplies

The potential for war in Iraq heightened concerns about Middle East petroleum supplies and oil price spikes. CRS energy analysts conducted briefings and assisted congressional offices in preparing legislation to respond to an energy emergency. Analysts reported on the potential impact of the Iraqi situation on world oil supplies and U.S. options for short-term response to oil disruptions.

Other Issues of Concern Early in the Second Session

Although terrorism and related concerns were a major focus of congressional concern, other domestic as well as other international issues saw congressional action.

Agricultural trade

Commodity provisions in the new farm bill raised congressional queries on the extent to which new U.S. farm supports and conservation payments might exceed limits agreed to by the United States under the Uruguay Round World Trade Organization (WTO) Agreement. Congress sought and received assistance from CRS on international trade negotiations and legislation, including agricultural

aspects of the next Doha round of WTO negotiations, potential Latin American free trade, and African trade. Among domestic agricultural issues CRS supported were the Department of Agriculture budget and appropriations, conservation and rural development initiatives, new agricultural technologies, the effect of high energy costs on agriculture, regulations for organic products, farm credit demand, drought assistance, land use, and farmland preservation.

Broadband and wireless technologies

CRS briefed Congress on the complex economic, regulatory, and technical issues surrounding the deployment of broadband technology; the digital conversion of the nation's broadcast spectrum; and the availability of third-generation wireless technologies for all Americans. Congressional debate over the reauthorization of the Export Administration Act (P.L. 96-72) included consideration of two important technologies: satellites and high-performance computers. CRS reported on both technologies and their significance to the national security debate and prepared briefings and analyses of proposed legislation on relevant issues.

Campaign finance reform and election administration

During this fiscal year Congress enacted the first significant change in the nation's campaign finance laws since the 1970s, the Bipartisan Campaign Finance Reform Act of 2002 (P.L. 107-155). A multidisciplinary team of analysts and attorneys continued the close support to Members and staff that has characterized CRS efforts in this area for nearly a decade. They prepared reports comparing key provisions of the Senate-passed bill with House alternatives and participated in almost daily telephone and personal briefings of Members and staff who sought information and

comparative analysis of specific proposals. Congress used the CRS electronic briefing book on campaign finance reform to track both the multitude of floor amendments and the underlying issues in the debate.

CRS briefed Congress on the complex economic, regulatory, and technical issues surrounding the deployment of broadband technology; the digital conversion of the nation's broadcast spectrum; and the availability of third-generation wireless technologies for all Americans.

Efforts to adopt sweeping reforms of the election process continued throughout the fiscal year. In anticipation of floor action, a CRS team developed an elections reform electronic briefing book to provide a full range of informational and analytical products. CRS analysts provided close support to both the House and Senate, analyzed many amendments to the election reform bill, and prepared analyses of the bills. Congress continued to call on CRS analysts and specialists for assistance in evaluating components of the conference report, including grant proposals, program auditing requirements, and performance measures. The Service analyzed legal issues raised by the various proposals including the power of Congress over state action and the role and composition of a federal administrative entity to oversee election reform and to resolve disputes. The resulting Help America Vote Act (P.L. 107-254) was enacted early in the fiscal year.

Central Asia

In the months following the commencement of U.S. military action in Afghanistan, CRS provided information and issue analyses for several congressional delegations visiting the region and helped support hearings on Central Asia's role in the war in Afghanistan.

Elementary and secondary education

CRS staff continued to support congressional consideration of the federal role in elementary and secondary education, culminating in passage in January 2002 of the No Child Left Behind Act of 2001 (P.L. 107-110), which reauthorized the Elementary and Secondary Education Act of 1965. Under the Act, students will be subject to periodic testing to determine their progress toward standards measured by the states. After passage of the Act, attention turned to the implications of the new formula provisions in the legislation for states and local school districts, as well as committee oversight of implementing regulations and guidelines by the Department of Education. At the request of committee staff, analysts conducted numerous simulations of the new allocation formulas in the Act based on alternative appropriations options. Analysts applied their knowledge of state assessment and accountability systems when assisting committee staff to evaluate the proposed regulations implementing new testing and accountability requirements. CRS also assisted with legal issues pertaining to the proposed teacher mentoring program and the application of federal civil rights laws to private entities performing educational services.

The Supreme Court's June 2001 decision in *Zelman v. Simmons-Harris*, which broadened the constitutional parameters governing school voucher programs, generated widespread congressional interest. CRS staff conducted briefings on the case and on developments in state and lower

federal courts. When the Ninth Circuit's holding that the words "under God" in the Pledge of Allegiance as recited in public schools violated the separation of church and state, CRS responded to questions and offered assistance by analyzing proposed statutory and constitutional responses.

At the request of committee staff, analysts conducted numerous simulations of the new allocation formulas in the No Child Left Behind Act of 2001 based on alternative appropriations options.

Energy

Senate consideration of omnibus energy legislation—the first in a decade—resulted in calls to CRS for assistance in many areas. Major issues were oil and gas development in the Arctic National Wildlife Refuge, motor vehicle fuel economy, proposed subsidies for an Alaska natural gas pipeline, nuclear accident liability, electricity shortages in California, and desertification and global climate change. As debate on these issues began in conference, CRS analyzed electric utility regulation, Alaska oil reserves, and hydroelectric relicensing, examined legal aspects of proposed reforms of the Public Utility Holding Company Act, and produced an analysis of House and Senate versions of the legislation and detailed authorization tables for each bill.

International finance

CRS provided assistance to Congress in its review of the Argentine financial crisis and the International Financial



Institutions (IFIs). As Congress continued its oversight of the Argentine financial crisis, CRS analysts prepared and distributed reports on the issues at a House hearing, which were included in the printed proceedings of the hearings. CRS also provided substantive background for a Senate hearing on the same issues. CRS analyzed the future cost of International Monetary Fund programs and assisted both chambers by reviewing legislation proposed by the Administration to cancel most IFI reporting requirements.

Nuclear waste

Congressional action on nuclear waste was triggered in February by President Bush's recommendation that a national nuclear waste repository be developed at Yucca

Mountain, Nevada. As allowed by the Nuclear Waste Policy Act (P.L.97-425), the Governor of Nevada can issue a "state veto" of the Yucca Mountain site, which would block development of the repository without enactment of an approval resolution within 60 days of continuous session. The Governor exercised his veto, and debate over the approval resolution prompted many inquiries to CRS about the generation, storage, and transportation of highly radioactive nuclear waste. Analysts reported on the procedures required under the Nuclear Waste Policy Act. The Yucca Mountain development resolution was signed into law on July 23, 2002 (P.L. 107-200), but questions to CRS continued as Yucca Mountain project supporters prepare to submit a license application to the Nuclear Regulatory Commission.

Superfunds and brownfields

Environmental concerns of Congress included Superfund revenues, brownfields legislation that passed in June, and reauthorization bills to increase federal support for wastewater and drinking water infrastructure. The Service worked closely with committees and Members to examine these issues as well as others such as Defense Department environmental cleanup, environmental programs, and budget and appropriations for environmental programs.

Taxation and economic stimulus

CRS continued to provide analysis to Congress on tax law changes resulting from enactment of the Economic Growth and Tax Relief Reconciliation Act of 2001 (P.L. 107-16). Issues included implementation, proposals to expand tax reductions by making the Act's tax reductions permanent, and accelerating the phased elimination of the estate and gift tax. CRS economists also assessed elements of the Job

Creation and Worker Assistance Act of 2002 (P.L. 107-147), including accelerated depreciation of some business investments, more favorable treatment of business losses, redevelopment incentives for areas affected by terrorist acts, and the extension of temporary tax benefits. Other areas of interest were extension of the moratorium on Internet taxation, international business tax issues, the alternative minimum tax, and proposals to enable taxpayers who do not itemize their expenses to deduct charitable contributions from their income tax returns. Part of the CRS response included development of a model to estimate distribution of giving by income class; Congress used this model to analyze the incentive effects of a capped deduction.

Early to Mid-Session Issues

Children's health

CRS completed a project on children's environmental health, which was summarized in a committee print entitled *Children's Environmental Health: What Role for the Federal Government?* This print reviews the state of scientific knowledge and policy alternatives for addressing environmental threats to the health of children, as developed by two panels of nationally recognized experts convened at a CRS workshop.

Civil service reform

An interdivisional team provided briefings and reports on proposed changes to the civil service system. Issues included compensation policies, hiring patterns, and the developing staffing difficulties in the federal law enforcement community; human resources management issues related to the homeland security department proposal; and human resources issues and management flexibility at the Internal

Revenue Service, the Federal Aviation Administration, and the Transportation Security Administration.

Congress

CRS offered support as the Congress addressed legal and constitutional issues concerning filling House vacancies, how vacancies are handled in the Constitution and under state laws, and the possibilities of having a uniform federal law on expediting such fillings in times of emergencies. Service products also addressed access of information, including the rights of Congress to see the testimonies of presidential advisers, law enforcement information, and classified information. Disputes between the executive branch and Congress over access to information gave rise to inquiries about contempt of Congress, executive privilege, and the executive order implementing the Presidential Records Act (P.L. 95-59).

Copyright

Adapting U.S. copyright law to emerging technologies and increasing globalization presented Congress with new challenges. CRS reports and memoranda alerted Congress to the problems courts were encountering in applying old law in new contexts and gave advice on legal issues that emerged under recent enactments such as the Digital Millennium Copyright Act (P.L. 100-314), the Sonny Bono Copyright Term Extension Act (P.L. 105-298, Title I), and the Fairness in Music Licensing Act (P.L. 105-298, Title II).

Defense policy and budget

Defense analysts covered a broad spectrum of issues, including budget priorities; medical and retirement benefits; acquisition reform; budget process and spending procedures; U.S. cost of the Afghanistan military operation; and long-term defense policy, especially in the U.S. effort to fight

international terrorism and shore up homeland security. CRS supported Congress as it considered and passed two emergency supplemental spending bills that had substantial funding for Department of Defense programs. Legislative branch interagency efforts included CRS analysts working with the Congressional Budget Office to help estimate the cost of Afghanistan military operation and track new Department of Defense spending programs.

As Congress considered numerous bills to reform the Social Security system and restore financial solvency, CRS developed a computer model to project benefit levels under various reform options and prepared a report providing illustrations and analysis of the effect of economic variability on personal account accumulations.

Health

As Congress considered patient protection legislation, CRS examined judicial precedent governing the liability of managed care organizations, the impact of pending proposals on state law (including individual state statutes), judicial procedure for actions initiated under the legislation, existing precedent for the adjudication procedures similar to those proposed, and the effect of various amendments to the proposed legislation. Other health-related work included research on state and federal isolation and quarantine

authority in the wake of the September 11 terrorist attacks and the anthrax incidents and research on bioterrorism. CRS offered legal consultative assistance on other health-related issues such as the licensing of physicians, the physician peer review process, prescription drug regulation, nursing home regulation, and the Health Insurance Portability and Accountability Act (P.L. 104-191).

International crime and drug control

CRS arranged briefings and products to support Congress on international crime and drug control and tracked legislative developments on the global narcotics problems and the U.S. policy response, the aid package for Colombia, and Andean region narcotics control.

NATO

CRS addressed issues such as NATO enlargement and NATO's mission and supported delegations of Members attending NATO Parliamentary Assembly meetings.

Social Security

With Social Security projecting long-range funding problems, Congress has considered numerous bills in recent years to reform the system and restore financial solvency. In December 2001 a Presidential Commission recommended three alternative plans by which workers could invest in personal accounts and their eventual Social Security benefit would be offset by varying amounts depending on which of the three plans was chosen. CRS developed a computer model to project benefit levels under various reform options and prepared a report providing illustrations and analysis of the effect of economic variability on personal account accumulations. CRS updated the Medicare benefits valuation model that allowed analysts to estimate the value



of annuities payable from those accounts. Analysts also assisted committees as they developed legislation to enhance Social Security benefits for women, strengthen program protections, and impose stricter penalties for misuse of Social Security numbers. Legislative support activities included analyzing policy options and helping to refine bill language and prepare markup documents.

South Asia

U.S. interests in South Asia were highlighted with the anti-terrorist operations in Afghanistan and the crucial role of Pakistan in that effort. The first half of 2002 saw renewed crisis along the India-Pakistan border and a sharp increase in Kashmir violence. During this period CRS provided

Congress with security-related analysis on the Kashmir dispute, proposed nuclear threat reduction measures for India and Pakistan, state elections in Kashmir, national elections in Pakistan, the worsening Maoist insurgency in Nepal, the separatist war in Sri Lanka, U.S. interests in Bangladesh, and U.S. foreign assistance to the region.

Tort reform

The Service prepared memoranda on proposed medical malpractice legislation that explained how this bill would change various state laws; responded to inquiries on a bill to limit suits against gun manufacturers, gun sellers, and their trade associations; and answered questions about liability issues in the proposed Science and Technology Emergency Mobilization Act.

Transportation and infrastructure safety and security

Security and safety were the major transportation issues for Congress throughout the year. Congress turned to CRS transportation staff to provide factual information and analysis of legislative proposals to improve airport and aircraft security and seaport security, analyze economic conditions affecting the U.S. airline industry, and assess the vulnerabilities of U.S. surface transportation infrastructure. Analysts also prepared products on options for improving pipeline safety and continued to support Congress as it considered legislation to prevent the shutdown of Amtrak in the summer of 2002.

Unemployment compensation and trade adjustment assistance

The recession that began in March 2001 weakened the labor market and fueled increases in unemployment rates, and along with the repercussions from September 11, focused

congressional attention on supplementing the existing program to provide relief for the jobless. To assist Congress in its consideration of these issues, CRS developed and maintained analytical reports that tracked factors affecting legislation on unemployment compensation, the Temporary Extended Unemployment Compensation program, and the Disaster Unemployment Assistance program.

Related legislative activity focused on reauthorization and reform of the Trade Adjustment Assistance program, which extends unemployment benefits and job training to workers who lost jobs due directly to federal trade policies. Throughout the legislative process CRS developed and maintained reports tracking and analyzing legislative developments.

Mid- to Late Session Issues

European security and defense policy

The European Union's evolving security and defense policy continued to receive congressional attention, especially as it related to U.S. interests in European security and NATO burden-sharing. CRS analysts prepared briefing papers for two congressional delegations on the issue in preparation for discussions with counterparts in the NATO Parliamentary Assembly and the European Parliament.

HIV/AIDS pandemic

CRS supported Congress with written products as it dealt with the international HIV/AIDS pandemic in Africa, the most seriously affected region, and appropriations legislation for HIV/AIDS worldwide. Analysts addressed issues surrounding the spread of AIDS in the Caribbean and Central America and updated an in-depth study on what would be required to "scale up" the international response to the African pandemic.

Internet issues

Access to materials on the Internet deemed harmful to minors generated legislative proposals in Congress. These proposals included "dot kids" legislation and "harmful to minors" Web site legislation, which would establish new domain names for Web sites that post only material suitable for children and Web sites that post material defined as harmful to children, respectively; "video voyeurism," which would prohibit taking lewd photographs without the subject's consent; legislation restricting sexually oriented "junk email"; and legislation to ban virtual child pornography. Judicial limitations on such legislation continued to challenge Congress as it sought to devise legislation that would meet the courts' First Amendment concerns. Spam, Internet fraud and abuse, and royalty fees for Internet radio stations were other topics for which CRS responded with tailored information.

Justice Department reauthorization

CRS assisted with analyses as Congress reauthorized the Department of Justice for the first time since 1979, with changes restructuring the Federal Bureau of Investigation to enhance homeland security, implementing an international trademark treaty, and amending the Copyright Act to ease restrictions on teachers' use of the Internet to transmit certain copyrighted materials. The legislation also revised and reauthorized juvenile justice programs, drug courts, jail-based substance abuse programs, and created 15 new federal judgeships.

Latin America

CRS experts prepared a concise summary of legislative issues affecting Latin America and the Caribbean, kept Congress informed of issues and developments related to

the Andean Regional Initiative as well as the political situation in each affected country, and supported Congress as it considered proposals to ease sanctions toward Cuba. Latin America analysts also monitored developments related to Haiti, Mexico, elections in Nicaragua, and political uncertainty in Argentina and Venezuela. They provided assistance during congressional discussion of the U.S.-Mexico interparliamentary exchange program, prepared pre-conference briefing materials for the U.S. delegation, and contributed to the committee print summarizing results of the meeting.

Long-term care

As states begin to improve their long-term care systems to respond to the growing need for home- and community-based care for the aging U.S. population and persons with disabilities, CRS began a study of 10 state long-term care systems. These studies will synthesize information on state experiences based on interviews and data and present background and analysis for congressional consideration of long-term care issues.

Middle East

In the first months of FY2002 analysts provided Congress with an array of products and services intended to promote a deeper understanding of the Middle East situation and the developing war in Afghanistan. Analysts briefed Members in person. Key written products addressed such topics as Middle East terrorist groups, issues and legislation related to the Israel-Palestinian conflict, the political situation and U.S. policy toward Afghanistan, Middle East attitudes toward the United States, Persian Gulf issues, and the situations in Jordan, Syria, Saudi Arabia, and Egypt.

Military tribunals

The Administration's order establishing military tribunals following U.S. antiterrorist activities in Afghanistan generated requests for legal analyses of the constitutional rights of those subject to military tribunals; precedents for the use of such adjudicatory mechanisms; and comparisons with procedural safeguards afforded defendants in federal, military, and international courts. Other legal questions pertained to the treatment of persons detained by the military as "unlawful combatants" at the Guantanamo Bay Naval Station and in military custody in the United States, and to the background, structure, and jurisdiction of the International Criminal Court and the implications of the United States formally opting out of the court's jurisdiction.

United Nations and peacekeeping issues

CRS prepared a new study on the role of the U.N. Security Council in Iraq and provided compilations of U.N. resolutions. CRS also provided analysis on U.N. funding issues, arrears, the possibility of U.N. global taxation, proposed modifications to the Security Council, and peacekeeping issues in Afghanistan and the Balkans.

Wildfires and land issues

Severe wildfires in the Western states during summer 2002 and the President's Healthy Forests Initiative to reduce fire damages were among land issues CRS staff covered besides providing support for Senate debate about amendments to the Interior Appropriations Act. Other requests called for support for hearings and analyses of legislation on wilderness designations, federal payments in lieu of taxes, "debt-for-nature" swaps, action on invasive species, and assistance with endangered species issues. CRS prepared products to keep

Congress informed on national park issues—motorized recreation, the maintenance backlog, the recreation fee demonstration program, and national trails; and public lands and national forests—presidential authority to create national monuments, President Clinton’s efforts to protect roadless areas, forest and fire protection, and energy and mineral development.

Issues Addressed Generally throughout the Second Session

Africa

Analysts monitored funding and legislation related to U.S. assistance to Africa, a subject of interest to a number of Members and staff; analyzed terrorism issues as they affected Africa; and responded to congressional interest with written products on Liberia, Sierra Leone, Angola, and Zimbabwe. CRS assisted Congress through written products, Member briefings, and hearings support as the proposed Sudan Peace Act (P.L. 107-245) was under discussion and debate.

Budget process

As federal budget issues continued to dominate much of the legislative agenda, CRS analysts supported consideration of the fiscal year 2003 congressional budget resolution and annual appropriations, the prospect of extending budget enforcement, and other budget process reform proposals. Work included analyses of the implications of a constitutional amendment to limit tax legislation, an assessment of budget enforcement tools, a review of congressional practices concerning the use of continuing resolutions, and examination of the budget implications of the President’s homeland security proposal. Staff worked to produce an appropriations status tracking table for the CRS Web site as well as a budget chronology. As in past years, the

appropriations and budget page of the CRS Web site continued to receive a large number of visits.

Child care reauthorization

During the second session of the 107th Congress, lawmakers debated the adequacy of funding levels for child care and child care quality. Even before legislation was introduced, CRS conducted briefings explaining child care program financing and structure. As bills were introduced, analysts provided committee support by calculating state allocation levels under various funding scenarios for the multiple-child funding sources. Congress asked CRS to assist in reviewing bill language and to attend working group meetings and legislation markups.



China and Taiwan

Congressional interest in China was focused on the U.S. anti-terrorism campaign and by China's accession to the World Trade Organization (WTO). CRS analyzed China's response to the U.S.-led campaign against terrorists and China's own definitions of, and response to, domestic terrorism. The Service provided support to Congress on a wide variety of topics in U.S.-China relations including trade, economics, human rights, foreign relations, and security issues. CRS also prepared analyses for Congress on implementation of China and Taiwan's commitments as new members of the WTO; PRC (People's Republic of China) treatment of Falun Gong adherents and periodic crackdowns on dissidents, labor activists, and religious groups; U.S. efforts to strengthen the rule of law and civil society in China; the extent, efficacy, and potential security implications of U.S.-China science and technology exchanges; impending PRC political succession issues; Tibet; and U.S.-China presidential visits. CRS also addressed issues related to Taiwan and Taiwan's security, including arms sales to and military exchanges with Taiwan, U.S. policy statements on Taiwan, and the implications of Taiwan's legislative elections.

Corporate governance and accountability

In the wake of the sudden collapse of Enron, Global Crossing, WorldCom, and other corporations, and the subsequent revelations of widespread malfeasance by these companies and their accounting firms, the American people looked to Congress for answers, and Congress turned to CRS for research. Analysts developed a current legislative issue category covering financial integrity, prepared a range of products on the crisis in corporate accountability, and reviewed alternative proposals for reform legislation that ultimately resulted in the passage of the Sarbanes-Oxley Act

of 2002 (P.L. 107-204). Other issues related to corporate accountability legislation addressed by CRS included securities fraud, criminal and civil penalties for violating the securities laws, blackouts for insider trades of pension fund shares, and protection for corporate whistle blowers. CRS fielded requests for information on stock prices and compensation for corporate boards of directors and prepared chronologies of congressional action and government regulations.

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CRS economists took the lead in assembling a multidivisional team to cover the cluster of important corporate bankruptcy issues arising from the collapse of Enron. They developed and maintained the relevant Web page and produced analyses of financial questions surrounding the Enron affair and reports on related policy questions, including current practices and proposed reforms in the areas of derivatives regulation, accounting and auditing procedures and standards, auditor independence, stock analyst objectivity, and stock options accounting. Continuously updated CRS analyses allowed comparison of reform bills as they moved through the legislative process.

Members of Congress introduced numerous bills to protect workers from the financial losses that employees risk when they invest a large proportion of their retirement savings in securities issued by their employers. One of the major efforts undertaken on this issue by CRS at the request of Congress was an examination of data for all defined contribution pension plans sponsored by 278 predominantly large firms. The analysis confirmed that company stock in these plans is often concentrated in large, publicly traded corporations, and on average, parent company stock made up more than a third of the assets in these firms' defined contribution plans. As the fiscal year ended, House and Senate committees reported decidedly different bills on pension reform.

Disabled persons

As Congress considered reauthorization of the Individuals with Disabilities Education Act (P.L. 90-247), CRS conducted seminars, performed computer simulations of "full-funding" proposals for state administrative set-asides, and analyzed whether increased federal funding could be used to reduce the state and local financial burden of providing special education services to children with disabilities. In response to a series of Supreme Court opinions regarding the Americans with Disabilities Act (P.L.101-334), CRS provided legal assistance by reporting on the cases and helping to prepare for hearings on emergency preparedness of the elderly and disabled.

Domestic relations and child welfare

Analysts prepared reports on a range of domestic relations and child welfare issues, including access to adoption records and child custody and support. They provided consultations and briefings on international and same-sex adoptions, the

Adoption and Safe Families Act (P.L.105-89), child abuse and neglect, and a proposed constitutional amendment to define "marriage."

Farm bill

Congress called on CRS to assist during much of the fiscal year as it considered a comprehensive farm bill that will guide federal agriculture, agricultural trade, food, conservation, rural development, and research policies for the next six years. The forestry and water conservation provisions of this legislation will have critical impacts on natural resources, environmental policy, and agriculture. CRS maintained an electronic briefing book on agriculture and the farm bill; helped with committee markups, floor debates, and hearings; and prepared briefings and analyses. Some of the bill's provisions changed constantly, particularly in the commodity and conservation titles of the Senate version. Following enactment of the new farm law, the Farm Security and Rural Investment Act of 2002 (P.L. 107-171), CRS analysts began preparing for a seminar series on implementation issues.

Federal land management and natural resources

When Congress considered access, use, and management of public lands, it called on CRS during all stages of the legislative process. Among the more controversial topics addressed by CRS resource policy experts were the Arctic National Wildlife Refuge, roadless areas of the national forests, the Endangered Species Act (P.L. 93-205), fire control and protection of federal and non-federal property, and activities on Department of Defense lands. Throughout the year the Service expanded and updated its portfolio of related multidisciplinary products.

Financial services and monetary policy

CRS economists continued to provide a wide range of support activities related to financial risk and regulation. Analysis and information were provided on issues such as the funding, coverage, and administration of the federal deposit insurance system and the share insurance system for credit unions; the U.S. electronic payments system and foreign remittances; regulatory relief for depository institutions; derivative securities markets, particularly for energy trading; Securities and Exchange Commission (SEC) registration for publicly held government-sponsored enterprises; securities transaction fees and SEC pay parity; merchant banking; and continuing mergers in the financial services industries. CRS also assisted committees in both chambers as they prepared for monetary policy oversight. Activities included briefings on the state of the economy and monetary policy conditions in preparation for semiannual hearings with the Chairman of the Federal Reserve System as well as background reports on price stability goals and general U.S. economic conditions and their relationship to the global economy.

Food stamp reform

Reauthorization of Food Stamp Act (P.L. 107-171) appropriations as part of the 2002 farm bill prompted the most extensive revision of food stamp law since the 1996 welfare reform measure. The effort continued through both sessions of the 107th Congress. CRS staff presented background briefings and evaluated proposals for change and conference documents as Congress addressed three themes: state control over food stamp rules to allow coordination with other public assistance initiatives to ease the administrative burden; revamping the quality control system under which

states are held accountable for the program administration quality; and reopening eligibility to legally resident noncitizens who were barred from benefits in 1996.

Analysts and specialists in legislative procedure worked closely with Members and committees on a variety of parliamentary procedures employed during committee and floor consideration of a range of major policy questions.

Foreign policy management

Key issues of CRS work on foreign policy management were foreign relations authorizations and appropriations as well as the foreign operations budget. CRS organized and presented a seminar on foreign aid issues in the 107th Congress. The Service developed an innovative electronic briefing book version of a report analyzing foreign operations appropriations legislation. Written products analyzed foreign policy budget trends during the past twenty years and the FY2003 State Department and related agency appropriations measures. Numerous analyses were developed and updated on Afghanistan humanitarian and reconstruction assistance, U.S. assistance programs for the former Soviet Union, population and family planning assistance in countries receiving foreign aid, the President's Millennium Challenge Account Initiative, the Peace Corps expansion initiative, global health priorities in the foreign aid budget, and the new Global Fund to combat HIV/AIDS and other infectious diseases.

International law

For most treaties considered by the Senate, CRS continued to provide analyses, which served as the basis for Senate hearings and reports. During the past year CRS assisted with environmental treaties, treaties involving maritime boundaries, and international transportation issues. Other treaty work pertained to the enlargement of NATO and the Kyoto protocol on global warming.

Japan

Congress looked to CRS for assistance as it considered Japan-U.S. relations, including Japan's response to terrorism (specifically the unprecedented dispatch of naval and air units for logistical support of U.S. and British operations in the Indian Ocean), the troubled Japanese economy and banking crisis, trade with the United States, cooperation in missile defense, and war claims by U.S. prisoners of war during World War II.

Legislative procedure

Analysts and specialists in legislative procedure worked closely with Members and committees on a variety of parliamentary procedures employed during committee and floor consideration of a range of major policy questions. Specialists advised congressional leaders on legislative procedure during discussion of expedited procedures for considering the Yucca Mountain nuclear waste facility, the impact of proposed fast-track procedures on trade agreements, and the unorthodox procedures used to resolve House-Senate differences in the trade package. CRS staff offered advice on the possible application of the Congressional Review Act (P.L.104-121) to overturn certain regulations issued by the Federal Elections Commission and

provided written products on funding formulas included in the continuing resolutions since 1980.

Medicare and prescription drugs

Medicare legislation continued to be a focus of congressional deliberation this fiscal year. Three major issues dominated the debate: overall structural reform of the program, the addition of prescription drugs to the program's covered benefits, and the extent to which payments to providers of health care services should be increased in future years. For each of these issues CRS offered a broad range of services, including background and analysis as well as information on specific concerns such as drug pricing policies for a new benefit and the interaction between a new Medicare drug benefit and coverage under Medicaid and state pharmaceutical assistance programs. Analysts worked closely with committees as they evaluated specific prescription drug proposals and implications of changes in Medicare payment policies for care providers. The Service helped assess general program reform options through an actuarial Medicare benefits model that estimates costs of change. Analysts developed a data tool that enabled quick access to survey or program data and information from Medicaid statistics. Information research specialists reported on Medicare benefits for durable medical equipment and prosthetics, health insurance for the unemployed and uninsured, and physician payment in rural areas.

North and South Korea

The Bush Administration continued to debate whether to restart security negotiations with North Korea, scrutinized Pyongyang's suspected weapons of mass destruction programs, and designated North Korea with Iraq and Iran as

an “axis of evil.” CRS provided Congress with information and analysis on the growing nuclear threat, North Korea’s weapons proliferation, and missile technology, as well as on North Korean refugees seeking asylum in China and elsewhere, U.S.-South Korean trade issues, and South Korea’s economic reforms.

Northern Ireland

In response to the longstanding congressional interest in Northern Ireland, CRS tracked implementation of the 1998 peace agreement and provided support to Congress on the issue to keep Members apprised of most recent developments and new obstacles to the peace agreement’s full implementation. CRS also contributed to committee hearings and congressional delegations to the region.

Nuclear weapons policy and arms control

CRS prepared background information, assessments, and briefings to help Congress understand the Bush Administration’s Nuclear Posture Review and resulting policies. Congress called on CRS for testimony support as it began hearings in June to consider the new Strategic Offensive Reductions Treaty (Moscow Treaty) between the United States and Russia, and CRS continued to assist throughout the year.

Privacy

In response to inquiries about government efforts to combat identity theft, CRS prepared a report on the remedies available to victims of this crime under current law, including an analysis of pending legislation; and an analysis of the Supreme Court’s decision in *TRW v. Andrews*, a case that addressed an identity theft victim’s ability to bring suit under the Fair Credit Reporting Act (P.L. 91-508). CRS

prepared memoranda addressing other aspects of identity theft such as the process by which credit bureaus update consumer files, summarized current law and pending legislation related to restrictions on the use of an individual’s social security number on the Internet, and examined state proposals aimed at preventing identity theft and restricting the use of an individual’s social security number.

CRS staff analyzed telemarketing issues including differences between the Federal Trade Commission’s proposed changes to the Telemarketing Sales Rule and current law, and legislation introduced to address the perceived problems legislatively. The Service prepared an analysis of state and federal laws aimed at preventing or restricting the transmission of unsolicited commercial email messages and provided consultations on federal law governing fraud by sham charitable organizations, which was the subject of considerable interest in the aftermath of the September 11 attacks.

Research and development priorities

A wide range of issues related to science, technology, telecommunications, and the Internet were on the congressional agenda during FY2002. As Congress held hearings on the overall composition of the nation’s R&D priorities, CRS provided research and analysis on the history and outcomes of this development as well as on R&D expenditures of federal agencies. For example, the Service prepared an analysis of the scope and implications of a multiyear and multibillion dollar cost overrun on NASA’s space station program. CRS offered analytical expertise as Congress considered issues associated with the federal role in pharmaceutical R&D; ownership of patents arising from federally funded R&D, and possible effects on drug prices; patent term extensions; and other technology transfer activities.



Russia

Congressional interest in Russia in the past year was heightened by that nation's role as a partner in the war on terrorism, the upturn in U.S.-Russian relations accompanying the Bush-Putin summits of November 2001 and May 2002 and, conversely, continuing differences over Russian cooperation with Iraq and Iran. CRS analysts provided assistance as Congress considered legislation to increase bilateral military cooperation.

Southeast Asia and the Pacific Islands

As Southeast Asia became the "second front" in the war on terrorism, CRS worked with Congress by analyzing terrorist threats and U.S. counterterrorism activities in the region,

CRS provided analysis, information, and service to the Congress in FY2002 on more than 811,000 occasions.

such as the deployment of U.S. troops in the Philippines and renewed U.S. contacts with the Indonesian military. CRS addressed the implementation of the U.S.-Vietnam bilateral trade agreement and the possibility of a bilateral textile agreement, Cambodia's historic local elections, and obstacles to trade relations with Laos. Analysts also contributed expertise during negotiations to renew economic assistance provisions of the Compacts of Free Association governing the United States, Micronesia, and the Marshall Islands.

Southeastern Europe

CRS provided analysis to Congress on Southeastern Europe and the Stability Pact, with special attention to Belgrade's compliance with conditions on U.S. aid to Serbia.

Trade

CRS supported congressional debate of two major pieces of trade legislation involving Trade Promotion Authority (TPA, P.L. 107-210), and reauthorization of the Export Administration Act of 1979 (EAA, S.149 and H.R. 2581). After a number of close votes and compromises, the Senate approved TPA legislation in May and President Bush signed the conference version of the bill in August. CRS produced a dozen written products on the legislation, including an overview piece, a tracking document, reports on individual related issues of the legislation, and an analysis of the House and Senate versions of the legislation for use in the conference. CRS conducted more than 20 TPA briefings at

congressional request. To support congressional consideration of the EAA, CRS provided expert testimony, briefing materials, and an analysis of House and Senate bills. CRS trade analysts also contributed to congressional oversight on such topics as negotiation of a Free Trade Area of the Americas, free trade agreements with Chile and Singapore, steel import tariffs, and trade disputes with the European Union. The Service also prepared memoranda on investor-state dispute settlements, limitations on fast-track authority based on changes to trade remedy laws, textile issues, and constitutional questions regarding the fast-track “no amendment” scheme.

Water issues

CRS natural resources experts examined numerous water issues on behalf of Congress including the controversy between irrigation and endangered species in Klamath River Basin management; Missouri River management by the Corps of Engineers and reform of Corps planning processes; the Water Resources Development Act of 2002 (P.L. 107-38), national water policy, and water compacts; Everglades and South Florida ecosystem restoration efforts; and Title XVI water recycling programs. Analysts also continued to support Congress on the reauthorization of the Magnuson-Stevens Fishery Conservation and Management Act (P.L. 94-265), particularly the controversial individual fishing quotas, and provided briefings for the U.S. Commission on Ocean Policy recently established by Congress.

Welfare reform

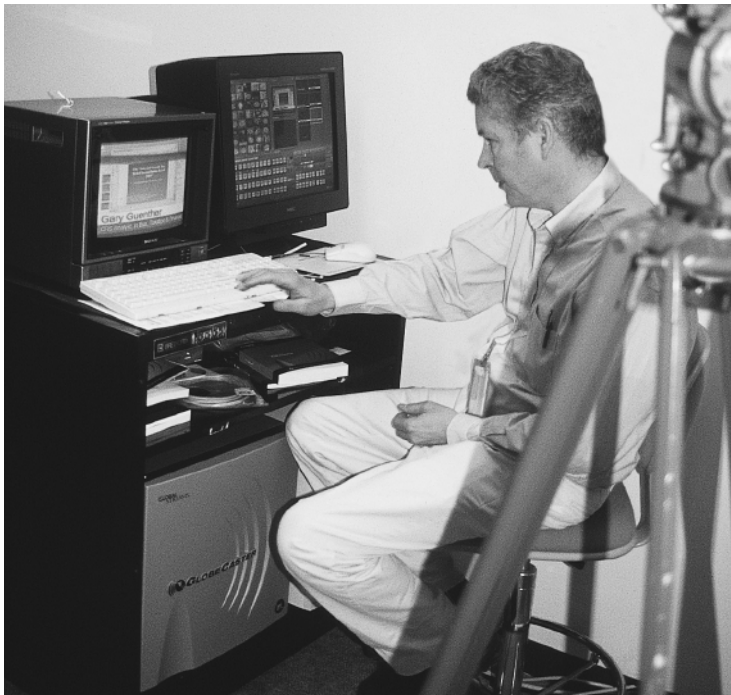
Congressional consideration of legislation to reauthorize the block grant program of Temporary Assistance for Needy Families (TANF) sparked the first major debate on welfare policy since the creation of TANF in the 1996 welfare reform law. CRS assistance included briefings, a comparison of House and Senate versions of welfare reform legislation, and a data system designed to describe variation in TANF programs among states in addition to products and an electronic briefing book on all key aspects and programs related to welfare reform. Analysts produced quantitative analyses of the impact of various changes to TANF work participation rules proposed by Congress and the Administration.

CRS provided legal analysis of alien eligibility for public benefits, a key issue in the welfare reform debate. Support included examination of the constitutionality of imposing work requirements on immigrants with citizen children who receive “child-only cash benefits” under TANF and investigation of enforceability of affidavits of support for legal permanent residents seeking federal benefits.

CRS expanded its database development by initiating a survey of state policies on noncitizen eligibility for health and human services. These databases were used to brief congressional staff, develop spreadsheets for formula testing based on the distribution of immigrants by state, prepare customized memoranda, and provide ongoing analytical support to the legislative debate on welfare reform. ■

Technology Initiatives

During FY2002 CRS technology initiatives included improved access to CRS experts; enhanced online services and products; creation of the CRS Web advisory group; development of Web enhancements to highlight CRS audiovisual products and services; improvements in the Legislative Information System; maintenance of the CRS electronic briefing books; and upgrading of CRS infrastructure, including information security, the Inquiry Status and Information System, software for work stations, and training for CRS staff on new desktop and network operating systems. Greater efficiencies were also seen in reporting of bill summaries and compilations.



Enhancement of Online Services

Complementing direct congressional interactions with CRS was the online congressional access to analytical and information products. CRS provides this service directly on its Web site and maintains two online systems for locating relevant products. Occupying the center of the CRS Web site is a menu of 26 broad policy areas which serves as the gateway to nearly 700 actively maintained CRS products supporting congressional needs across 150 legislative issues. The CRS current legislative issues system conveys effective research support that is directly aligned to the ongoing work of the Congress. For example, CRS has met a number of pressing congressional requirements by providing immediate access to collections of CRS research products and other services relating to rapidly evolving policy areas such as Iraq, terrorism, homeland security, space programs, and corporate financial integrity.

CRS began to offer live Webcasts of selected CRS programs and online access to recordings of seminars held throughout the year.

The analytical and information content of the system maintains relevance for the Congress not only through the focus on current issues but also through dynamic features that foster timeliness. Every workday dozens of products in the system are updated. Throughout the year issue areas and supporting CRS products were added and dropped in

concert with the evolving congressional agenda. During the year 300 to 400 new products, prepared in the context of ongoing congressional needs, were added to the system, joining a similar number of continuing products that were maintained through updates and revisions.

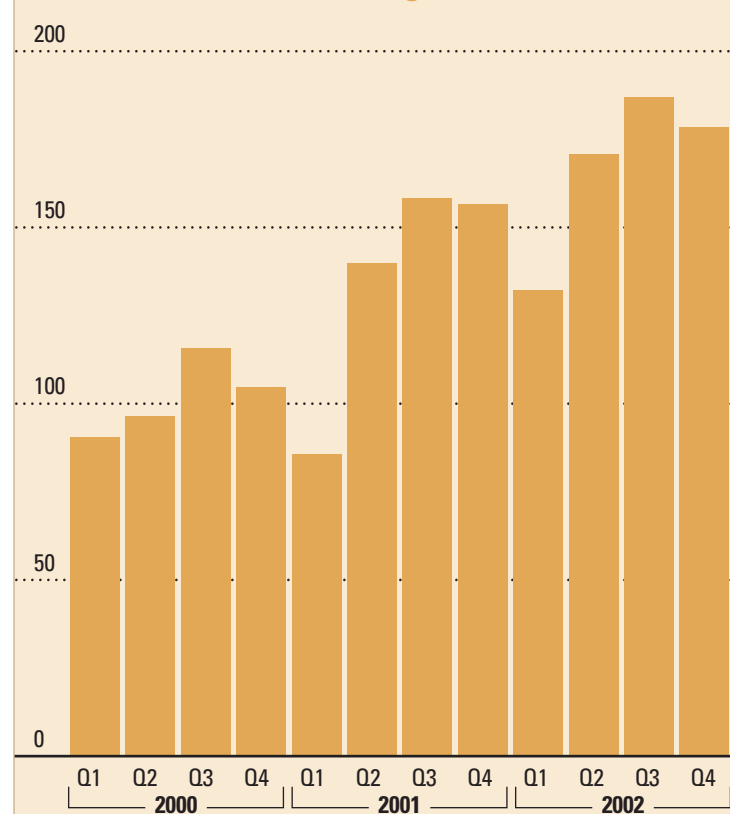
The Service also maintained a search system to provide an alternative means for locating CRS products. The FY2002 searchable database of CRS products covered a comprehensive array of congressional interests, including not only all products in the current legislative issues system, but also products relating to important issue areas, whether current or historical, that may not be on the immediate congressional agenda. The database also covered a number of information products serving a variety of procedural needs and assisting with constituent interests. The system provides direct access to products identified through automated relevance ranking.

During the past fiscal year an increasing percentage of CRS assistance to Congress was accounted for by electronic services. The CRS Web site was accessed at every hour of the day, every day of the week, providing round-the-clock support. Approximately a fifth of the usages of the CRS site occurred after 5:00 p.m. and before 8:00 a.m. More than three-quarters of CRS products were distributed to congressional clients on the Web. CRS began to employ email as a means of transmission of CRS services to Congress once the Service had taken steps, working with the House and Senate, to put in place a secure encrypted method of communication. In another developing area, congressional staff have been increasingly placing requests for analysis on the Web. Since this option was first made available in January 2001, more than 30,000 requests have been received electronically.

The Service also developed techniques whereby its Web site can be updated as needed outside the regular business day. Technical enhancements were implemented to allow global updating of multiple Web pages throughout the site within minutes. This allows CRS to highlight or add new products of topical interest very quickly.

CRS began to offer live Webcasts of selected CRS programs and online access to recordings of seminars held throughout the year. Cognizant that congressional staff time

Number of CRS Home Page Views (thousands)



is limited, CRS online multimedia products provide edited recordings of previously held seminars with annotations allowing staff to directly access the portion of the programs that cover the topics in which they have interest, without having to view a program in its entirety. In order to collect congressional feedback on CRS electronic efforts, the Service created a Congressional Web Advisory Group to consult with CRS on the introduction of new features, participate in usability and technical tests, and provide feedback on CRS Web pages via email and in-person interviews.

CRS technology initiatives included improved access to CRS experts, enhanced online services and products, creation of the CRS Web advisory group, and development of Web enhancements to highlight CRS audiovisual products and services.

In response to requests by Members of Congress for assistance with grants information for projects in districts and states, CRS developed first a CD product, and then a CRS Web page with an online audio program on grants work, a detailed Grants assistance resources page, and other CRS products on grants. Upon request, this page may be uploaded to a Member's page for constituent access. At the time of this writing 13 Members feature this product on their Web sites.

Improvements in the Legislative Information System

The Legislative Information System (LIS), the online retrieval system that provides Congress with accurate and timely information on bills and other legislative documents, saw usage increase 20 percent in FY2002. During the year the LIS development team continued to work closely with the Library's Information Technology Services (ITS) and with offices of the House and Senate to maintain and enhance the system for Congress and its support agencies. Highlights of improved service included development and testing of a disaster recovery server for the LIS, software to detect inadvertent or unauthorized alteration of legislative files, and a new LIS Alert service with email notification of new bills introduced as well as major changes in their status. The LIS team response to user requests to improve the search and display capabilities for bill data included enhancing the ability to search and display by state and district for sponsors and co-sponsors, and correcting and standardizing the names for all bill text version types. The team also initiated efforts to preserve older legislative data, establish a framework and guidelines for preserving all LIS data, and organize a group of Capitol Hill Web masters for the first time, so that staff from both chambers, CRS, the Library, the General Accounting Office, the Government Printing Office, the Congressional Budget Office, and the Architect of the Capitol could share information and developments.

Security Improvements

Information security continued to be a major focus of CRS technological support. The security of CRS systems is crucial due to the nature of the CRS confidential

relationship with the Congress and the potentially sensitive nature of the information that CRS transmits or that resides in its electronic systems. The structural network known as CAPNET links CRS, the Library, and congressional systems throughout Capitol Hill. Among developments in information security in FY2002 were CRS participation in regular interagency computer security meetings sponsored by the Federal Bureau of Investigation, the National Institute of Standards and Technology, and the High Technology Crime Investigative Association to review new computer security threats and appropriate responses. CRS continued deployment of new and upgraded security systems and installed an email scanning tool to block suspicious and infected emails. System design was enhanced to improve firewalls, install an intrusion detection system, and monitor the status of all software patches and upgrades.

The wide-ranging effect of the proposed governmental reorganization to create a Department of Homeland Security required coordination of effort and information throughout CRS. As a consequence, among other actions taken, an emergency information resource site was created for CRS staff, and equipment was purchased to provide limited offsite redundancy in case of emergency.

Upgrading Internal Infrastructure and Staff Training

Internal infrastructure

A key feature of CRS ongoing technology initiatives is upgrading the CRS network, systems, and environment within the Service in order to better serve Congress. The Technology Office made significant progress in upgrading

the CRS technical infrastructure to improve its reliability and capacity to meet the research needs of Congress. The new infrastructure places emphasis on collaborative computing, quantitative analysis, internal security, and disaster recovery. Of critical importance during the year was the move of CRS production servers to the ITS server room, which ensured a more secure environment that includes fire protection with halon gas, improved electrical backup, and video surveillance. CRS completed a major upgrade of 27 copier machines with network printing capabilities and document scanning software. In addition, the CRS Technology Office continued its internal desktop improvement efforts, including troubleshooting support, PC and printer replacement and upgrades, hardware upgrades, and upgrading all CRS work stations to a customized Windows 2000 professional upgrade to better control the operating system variables and stabilize the end user environment. Staff training included classes in Windows 2000 Professional Upgrade, Windows 2000 Troubleshooting/Support, network administration, QuattroPro, and Presentations 9 Integration.

Information resources

CRS librarians expanded staff access to 30,000 electronic journals through the CRS desktop system. This access became a critical research support when the mail was severely disrupted for six months following anthrax mail incidents on Capitol Hill. The Service and the Integrated Library System Office of the Library of Congress launched a system to manage CRS library collections and an acquisition system to track book purchases. The system will eliminate unnecessary duplication of materials, reduce system costs, and increase the efficiency of service to Congress and CRS staff.

The Inquiry Status and Information System (ISIS)

CRS uses ISIS to manage its workload of congressional requests. It provides immediate access for tracking information on congressional inquiries and provides reliable statistical data for budget, program, and personnel planning in order to keep pace with the changing concerns of Congress. During this fiscal year CRS revised ISIS software to accommodate 38 different enhancements, including changes to resolve technical problems, integrate data, improve systems for reporting management data, and improve screen design and functionality to bring enhanced service to Congress. The functionality for easily deploying ISIS at the analyst level in all divisions was completed, and



the new methodology was used to deliver ISIS to the desktop in the CRS Foreign Affairs, Defense, and Trade Division.

Bill Summaries and Compilations of Legislation

The CRS Bill Digest staff initiated and implemented several initiatives to improve service to Congress. New standards concerning the size and detail of summaries of introduced bills and the use of text analysis software (TAP) developed by CRS have continued to yield improvements in productivity. TAP moved from a research and development effort to a heavily used everyday tool that facilitates bill provision tracking. A title matcher component compares short and popular titles of the searched bill to all other measures in one or more Congresses; a text analysis component compares a measure's full text to that of all others; and another component provides an analysis of selected bill texts, detailing differences by paragraph. Results generated by this software are being integrated into the online Legislative Information System (LIS) to support a link to related bills.

The Technology Office made significant progress in upgrading the CRS technical infrastructure to improve its reliability and capacity to meet the research needs of Congress.

Enhancements to the presentation of bill status information continued, including links to Member introductory remarks and expanded notes to aid bill tracking as measures move through the legislative process.

Another initiative was the creation, with daily updating, of compilations of legislation responding to challenges to Congress presented by terrorism and by corporate failures.

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beginning with that of Enron Corporation. These descriptive lists divide measures into subcategories, provide title and status information, link the user to the full document in the bill summary and status file, and in many cases provide annotations directing the user to germane provisions. New subject terms were created, and have been assigned, to provide rapid access to included measures.

Design and development of the new legislative information data entry system, xLIS, is well under way. This will replace the Section's main data entry system, Documentum (the bill summary entry and management system), and the bill digest indexing system. ■

Management Initiatives

CRS management initiatives were dominated by emergency planning and evacuation work related to terrorist attacks; the hiring process, with the goal of recruiting a diverse and highly skilled work force to serve Congress; outreach to keep Congress informed on the full range of services CRS offers; an examination of fundamental internal communications; and a realignment of selected management functions.

Emergency Planning

Immediately following the September 11, 2001, terrorist attacks on the United States, the CRS Director established a Service-wide team to review the preparedness of CRS staff in responding to emergencies and ensure continuity of service to Congress.

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Business continuity planning: service to the Congress

CRS created a Business Continuity Contingency Plan Team to ensure continued operations following an emergency affecting its offices in the Madison Building of the Library of Congress. The plan, which provides a template for restoring operations following an attack or disruption affecting the location of CRS and resuming service to Congress, can be implemented independently of other legislative branch organizations but is tied closely to Senate continuity plans.

Much of the team focus was on information technology and the need to ensure continued access to networks, PCs,



email, shared databases, and other technologies that have revolutionized CRS work during the past 15 years. At the same time, emphasis was on staff safety, compensation, and communications—both with staff and with external stakeholders such as the congressional audience and the Library of Congress—as well as on security of working documents and on the need to become fully operational within a limited amount of time. The plan envisions, in the event of a destructive attack, restoration of service in stages, with some key staff working from new locations and most staff working from home until additional work sites are available.

Internal emergency preparedness

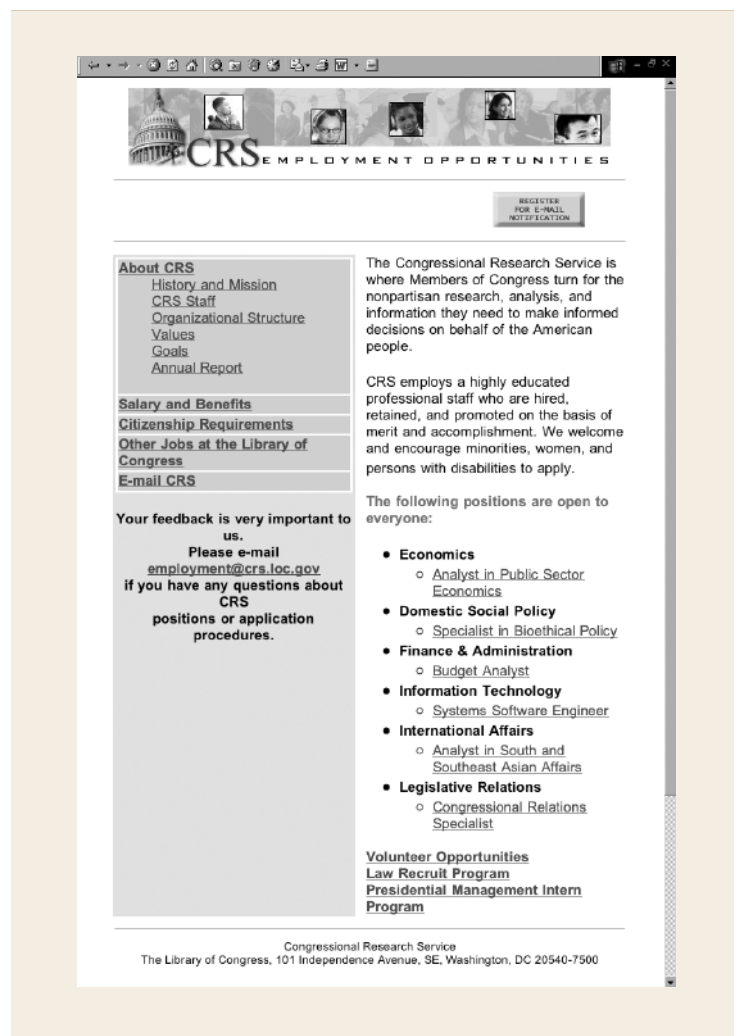
A CRS Emergency Planning Team was formed with representatives from each division and office within CRS and a representative of the Congressional Research Service Employees Association (CREA union). The team reviewed and modified internal communications systems to inform all CRS staff regarding emergencies, created an intranet devoted to emergency planning, and improved accessibility of senior managers during emergencies.

The team also reviewed and worked with the Library's Emergency Evacuation Team Plan, created evacuation teams using the Library's guidelines, and attended Library-wide training. As part of this emergency preparedness, the team outlined the responsibilities of the CRS evacuation team, reviewed signage for exits, identified and purchased basic evacuation equipment such as bullhorns and lanterns, designated outside assembly areas for CRS by division or office, created a daily roll-call system for accounting for employees following emergency evacuations, and made accommodations for evacuating employees with special needs.

Recruitment and Selection

Another important management initiative this fiscal year was implementation of the Library's new content-valid merit selection and hiring process. This new process introduced several significant changes in the Library's previous hiring process, including increased responsibilities for CRS managers and the introduction of a new online application system. In response to these changes, CRS realigned staff and systems in its Office of Workforce Development and assumed a number of duties and responsibilities that were previously performed by the Library's central Human Resources infrastructure. In addition, senior CRS managers and staff took part in various Library and CRS task forces and working groups related to the new merit selection and





hiring process; 74 CRS managers and staff members served on job analysis panels; and 34 staff members participated in the Library's required structured interview training.

Related to this effort, CRS conducted a formal review of its analyst position descriptions and the skills and competencies needed to perform the duties of a CRS

analyst. The nonsenior analyst job series is the largest in CRS, comprising 46.8 percent of the total CRS professional and administrative staff. Accordingly, this effort required careful consideration and major coordination efforts among senior managers in all CRS research divisions.

Outreach

CRS continued its efforts to improve communication with Congress about the full range of CRS services. Several outreach publications were completed including a new catalog describing programs and seminars for congressional staff. CRS also participated in the April House Services Fair, which offered an opportunity to acquaint hundreds of congressional staff with information about CRS services. Throughout the fiscal year more than 6,000 permanent congressional staff attended programs on the legislative process, the budget process, and legal and public policy issues. Live Webcasts of selected public policy seminars were introduced, with access to these programs available through the Multimedia Library page on the CRS Web site. A self-subscribe Web-based program notification system (listserv) was implemented to notify the congressional audience about CRS programs. Planning began on a number of activities for the new Congress. This included a major outreach effort involving personal briefings to all Member and committee offices as well as planning for Legislative Issues & Procedures: The CRS Seminar for New Members, which is sponsored by the Committee on House Administration and CRS.

Two-Way Communications Initiative

The CRS Research Policy Council (RPC) identified as a strategic priority the need to reinforce the CRS culture of mutual respect, understanding, and commitment to the work

of CRS as an agency by facilitating effective internal communications and openness in decision making. Recognizing the value and essential role of strong internal communications in fulfilling the CRS mission, the Director launched an examination of internal communications to be followed by development and implementation of recommendations to address the weaknesses while taking advantage of strengths. At the end of the fiscal year the Director endorsed a number of initiatives aimed at supporting effective two-way communication throughout the Service.

Realignment of Selected CRS Functions

The growing demands of adapting information technologies to the day-to-day work of CRS requires a management structure that integrates important functions. During the past fiscal year the Service reviewed critical support functions to evaluate the most efficient and effective ways to ensure that they are correctly identified and assigned. The goals were to integrate like functions, align resources to match that integration, and provide leadership and staffing to undertake the important activities associated with those functions.

Among the realignment changes in management was the creation of the Office of Congressional Affairs and Counselor to the Director. This office oversees legislative relations, reviews CRS policy, assures CRS research and analysis meets policy requirements, monitors management information systems, and advises the Director on these matters to ensure efficient management of legislative support functions. The office has responsibility for coordinating matters pertaining to congressional affairs, including intake of congressional inquiries and tracking responses as well as planning professional development seminars, institutes, workshops, and orientations for congressional staff.

The newly designated Office of Legislative Information manages the Legislative Information System (LIS) and the Bill Digest Office, implements policies for the CRS Web site, and oversees the Electronic Research Products Office. The goals are to achieve a more integrative approach to supporting the research and information needs of CRS staff as well as enhancing the capabilities of delivering this research and information to Congress. ■

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FY2002 Budget, Resources, and Other Funding

In FY2002 CRS had an authorized staffing level of 739 full-time equivalents (FTEs) and an appropriation available for expenditure of \$81,454,000. Approximately 83 percent of the fiscal year's budget supported personnel salaries and benefits.

During this fiscal year CRS received a total of \$253,240 in new grants from private sources and inter-agency funds. The Henry Luce Foundation awarded CRS \$175,000 in partial support of the January 2003 CRS Policy Orientation for new House Members of the 108th Congress. A \$58,240 grant from the Jewish Healthcare Foundation of Pittsburgh provided partial funding for a 10-state survey of long-term care systems. This grant was augmented by \$20,000 in interagency funds received from the Office of Rural Health

Policy, Health Resources and Services Administration, at the Department of Health and Human Services. These additional unappropriated funds enabled CRS to examine rural issues in long-term health care in three of the ten states included in the survey of long-term care systems.

CRS also received payments of \$457,595 from a FY1999 grant of \$1,629,000 from the Robert Wood Johnson Foundation. This grant provides partial support for an integrated program of projects, workshops, and seminars designed to enhance CRS analytic capacity and enrich the CRS resources available to the Congress in health policy issue areas that are, and likely will remain, high on the legislative agenda. ■

Workforce Development

Throughout FY2002 CRS worked to fill key research analyst positions, expand its participation in various minority recruitment and hiring programs, and provide training and professional development opportunities for all categories of staff.

Recruitment and Selection

CRS worked diligently to implement the new content-valid merit selection and hiring process developed by the Library of Congress.

CRS posted 44 permanent professional and administrative positions under the Library's new merit selection process in FY2002. Five of these positions had been filled by the end of the fiscal year. In addition, CRS filled one permanent nonprofessional position. Of these permanent hires, three were women and two were minorities. The Service also hired 48 temporary staff. Of these temporary hires, 28 (58 percent) were women and 24 (50 percent) were minorities.

CRS also participated in a number of special hiring programs. Two people—one woman and one Hispanic man—were hired through the CRS Law Recruit Program, a program designed to recruit third-year law students for entry-level law clerk positions. Six people were hired under the federal Presidential Management Intern (PMI) Program, including three women, one of whom was African American. CRS also invited three additional PMI candidates for rotational assignments in various CRS divisions. Two of these, one Caucasian woman and one African American woman, requested and were granted permanent reassignment to CRS

at the end of their rotations. The PMI Program is a highly competitive program administered by the U.S. Office of Personnel Management. The program is designed to attract the nation's top graduate students to careers in public service. CRS also hosted one Executive Potential Intern and one participant from the U.S. Air Force Fellows Program.

Diversity Efforts

Diversity has long been identified as a basic CRS core value, and the Service remains fully committed to diversifying its workforce. During the past year CRS participated in three





diversity hiring programs designed to increase the attractiveness of public service and public policy careers to minority undergraduate and graduate students. Through the Hispanic Association of Colleges and Universities (HACU) National Internship Program CRS selected one Hispanic woman and one Hispanic man to work as interns in the information services area. The HACU program provides Hispanic undergraduate and graduate students with professional work experience. Through the Institute for International Public Policy (IIPP) Internship Program CRS selected one African American man to work as an intern in the Foreign Affairs, Defense, and Trade Division. Administered by the United Negro College Fund, the IIPP Program is designed to increase minority representation in the field of international affairs.

The third diversity hiring program in which CRS participated was one that CRS developed on its own

During the past year CRS participated in three diversity hiring programs designed to increase the attractiveness of public service and public policy careers to minority undergraduate and graduate students.

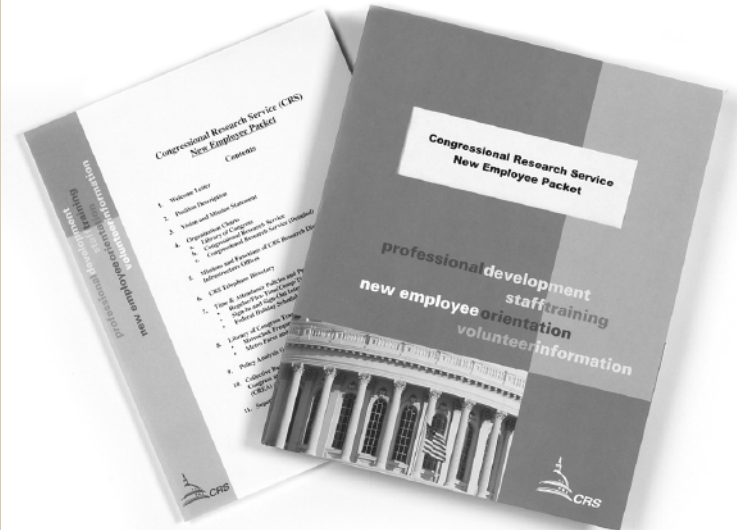
initiative with Clark Atlanta University, Morehouse College, and Spelman College, three historically black colleges and universities in the Atlanta region. The CRS Intern Program for Students of the Atlanta University Center is designed to provide substantive summer work experiences to outstanding undergraduate or graduate students who are interested in pursuing careers in public policy. The program was an outgrowth of previous CRS recruitment efforts in the Atlanta area. The first student to participate in this program, an African American man, was selected in FY2001; in FY2002 CRS expanded its participation to include five students, all of whom were African American, and four of whom were women.

CRS worked throughout the year to expand the pool of minority recruitment sources from which it draws when advertising permanent professional and administrative positions and to develop stronger ties with these various groups and organizations in order to promote CRS positions more effectively. The Service also continued its participation in annual career fairs and other recruitment events sponsored by minority organizations such as the Congressional Black Caucus Foundation.

Staff Training and Professional Development

CRS supports and attempts to meet the training and career development needs of its employees in order to improve performance and maintain state-of-the-art technical skills and professional expertise. During the course of the year CRS supported training for 1,129 employees—including university courses, in-house training (both CRS and Library-sponsored courses), seminars, and conferences. This total includes analysts and information specialists who continued to receive training in their areas of expertise in order to remain current in their fields. Other training encompassed the use of technology, oral and written communication skills, supervisory and managerial skills, administrative functions, and other work-related topics.

In FY2002 more than 70 percent of CRS staff participated in training and professional development opportunities. During this period, the staff engaged in a variety of courses to enhance their performance. Members of the research and analytic staff received specialized training to enhance knowledge and skills in their subject areas of expertise. The training and professional development opportunities were conducted in classroom or instructional settings. A variety of formats were included: on-the-job training, computer-based training, and attendance at seminars and conferences. These opportunities were provided by CRS, the Library, and external sources such as universities, associations, and contractors.



Staff Recognition

It is CRS policy to acknowledge its employees' superior performance in the achievement of organization program goals. The Service understands that an effective recognition program contributes to maximum staff performance and satisfaction. CRS presented 381 awards to employees in recognition of their exceptional contributions during the year. Of these, 345 were awards were for special achievements, 26 were on-the-spot awards, 5 were for distinguished service, 3 for superior service, and 2 for meritorious service. In addition, 118 employees received outstanding performance ratings for their exemplary work, and 49 received quality step increases. ■

Types of CRS Support to the Congress: Research Services and Products

Throughout FY2002 CRS supported the Congress with an emphasis on analytical support as well as research and information, presented in the formats described below.

Congressionally Distributed Products Providing Research and Analysis on Legislative Issues

Reports for Congress

Reports for Congress, analyses or studies on specific issues of congressional legislative interest, are prepared in response to numerous congressional inquiries or in anticipation of congressional requests. Reports may take many forms: policy analysis, economic studies, statistical reviews, legal analyses, historical studies, chronologies, and two-page fact sheets. Reports clearly define the issue in the legislative context.

All CRS reports can be obtained electronically through the CRS Web site.

The basic requirements of these and other CRS written products are accuracy, balance, and utility. CRS experts define and explain technical terms and concepts, frame the issues in understandable and relevant context, and provide appropriate, accurate, and valid quantitative data. A summary appears on the first page of each report. CRS reports are distributed upon request throughout the congressional community; some are published by committees. Reports are updated as subsequent events occur for

issues that are of ongoing interest to the Congress and withdrawn when they are no longer useful. Reports are available both in printed form and electronically on the CRS Web site. In FY2002 CRS produced 772 new report titles; 3,875 active reports (titles) were available at the end of the fiscal year.

All CRS reports can be obtained electronically through the CRS Web site. (See the heading “Electronically Accessible Products and Services” below.)

Issue briefs

Issue briefs, a unique CRS product, are concise briefing papers (16 pages maximum) on issues considered to be of major legislative importance to the Congress. Briefs are available both in printed form and digitally on the CRS Web site. They are updated as events unfold; the date on the cover of each issue brief is the CRS confirmation that the information contained therein is current as of the posted date. Briefs provide background information, contain the most recent developments, and analyze policy options for legislative issues. They describe introduced bills and show the status of current legislation. In many issue briefs a chronology of key events is provided, and a short bibliography of additional references is listed. Briefs contain a one-page summary of the issue. Emphasis is on timeliness and brevity. While analytical findings on an issue may be drawn, issue briefs, like other CRS products, do not make legislative policy recommendations. There were 19 new issue briefs initiated in FY2002; 144 active issue briefs were available at the end of the fiscal year.

Info packs

Info packs are selected collections of printed background information and analysis composed of CRS reports, issue briefs, and selected excerpts from relevant external sources designed to provide general background and an overview of an issue. Four new info packs were developed during the fiscal year, and 102 info pack titles were available at the end of the fiscal year.

Congressional distribution memoranda

These memoranda are prepared when the interest of a relatively small number of congressional readers (generally fewer than 50) is anticipated or when the transiency of the issue and the product makes its inclusion as an advertised CRS product inappropriate. Each bears a label distinguishing it from CRS confidential memoranda. If an issue becomes important to a larger congressional audience, the product may be recast as an issue brief or a CRS report, as appropriate.

Electronically Accessible Products and Services

CRS Web site

The CRS Web site provides 24-hour access to an array of CRS services including electronic access to selected products listed by legislative issue, full text of issue briefs and reports, audio and video recordings of CRS programs, updates and analyses of the annual appropriations legislation, an interactive guide to the legislative process, online registration for CRS seminars, and complete information on other CRS services. The CRS Web site also offers links to a selection of other Internet sites providing public policy, legislative, legal, and quick reference information. In operation since the 104th

Congress, the CRS Web site is accessible only to House and Senate offices and other legislative branch agencies. During this fiscal year a large increase was seen in the Web request feature, which allows Members and congressional staff to place requests online.

Legislative Information System

The Legislative Information System (LIS) was available for the first time on Capnet at the beginning of the 105th Congress. The system provides Members of Congress and their staff with access to the most current and comprehensive legislative information available. It can be accessed only by the House and Senate and the legislative support agencies. The LIS has been developed under the policy direction of the Senate Committee on Rules and Administration and the House Committee on House Administration. It has been a collaborative project of the offices and agencies of the legislative branch, including the Secretary of the Senate and the Clerk of the House; House Information Resources and the Senate Sergeant at Arms; the Government Printing Office; the General Accounting Office; the Congressional Budget Office; the Congressional Research Service; and the Library of Congress. CRS has responsibility for the overall coordination of development of the retrieval system; the Library of Congress is responsible for its technical development and operation.

Floor agenda

The “Floor Agenda: CRS Products” page, a weekly compendium of CRS products relevant to scheduled or expected floor action in the House and Senate, was available on the CRS Web site and through email subscription to all Members, committees, subcommittees, and congressional

staff throughout the fiscal year. All CRS products listed on the Floor Agenda were linked for electronic delivery to subscriber desktops. The Floor Agenda page is one of the most popular pages on the CRS Web site. Individual subscribers to the CRS Floor Agenda listserv numbered more than 970 at the end of the fiscal year, a number that does not reflect the congressional subscribers automatically forwarding the Floor Agenda through their offices at the time of receipt.

CRS programs listserv

Launched in fiscal 2001, this email notification system provides subscribers with information on current CRS programs, links to online registration forms, and descriptions of events. By the end of the fiscal year 535 subscribers had self-subscribed to this service.

Electronic briefing books

CRS is dedicated both to responding expeditiously to congressional requests and to delivering its products and services in formats that Congress finds most useful. With congressional interest increasingly turning to electronic resources, CRS continued to develop its newest product, the electronic briefing book (EBB). These products, written exclusively for the Web, bring together integrated CRS research and analysis, legislation, key documents listing CRS experts, and other information carefully chosen from a variety of sources to supplement CRS original work. A new EBB was prepared on Election Reform. The Terrorism EBB has continued to expand to cover a full array of issues, both domestic and international, and to provide CRS analysis of the latest developments. After the September 11, 2001, terrorist attacks on the United States, this EBB quickly became the largest and most frequently updated book, soon comprising about 150 files.

Appropriations

A new electronic format for CRS appropriations coverage was introduced in September 2002. This pilot project makes CRS analysis of the foreign operations appropriations available in a layout designed for online reading.

Responses to Individual Members and Committees

CRS responds to individual Member and staff requests for custom services. Frequently this is done by CRS experts in the form of confidential policy and legal analyses, usually in memorandum format; consultations in person or by phone; and briefings on virtually all legislative and policy issues, each tailored to address specific questions directed to CRS by requesting Members, committees, and staff.

Confidential memoranda

Confidential memoranda are prepared to meet a specific congressional request, and are often designed to meet the needs of the congressional requester with a high level of expertise in a given topic. These memoranda are prepared for the use of the congressional requester and are not distributed further unless permission has been given. The memorandum format is often used by CRS attorneys, for example, to respond to focused inquiries about the legal implications of statutory provisions, proposed legislation, or executive actions. CRS will also prepare “directed writing” that makes a case or incorporates the viewpoints or assumptions of the congressional requester for use in his or her own name. Such directed writing may not be cited as CRS analysis.

Individual staff briefings

Individual or group staff briefings constitute another form of tailored response to congressional inquiries. CRS staff

provides in-person briefings to Members and committees on specific policy issues. These briefings, for example, might focus on bills in formulation, foreign or domestic public policy issues before the Congress, the legislative process, congressional office operations, committee matters, or general orientations to CRS.

Briefing books

Briefing books may be prepared for use by congressional delegations traveling abroad and are collections of materials that support specific purposes of the trip. They may contain a variety of materials such as maps, selected products, such as CRS reports, and brief tailored written work, which can contain background and current issues regarding U.S. relations with specific countries on the trip, as well as questions Members might ask when meeting with government and other officials.

Telephone responses

Telephone responses to inquiries are a vital element in the CRS information exchange with the Congress. CRS information specialists and analysts are directly accessible by phone; on a given day CRS staff will respond to numerous calls and provide information that may range from a statistic or a name to a briefing or an interactive discussion analyzing alternatives for response to an issue. CRS goals in these instances are to provide expertise, ease of access, and personalized immediate response.

General Seminars and Briefings

In February 2002 CRS sponsored its twenty-fourth Public Policy Issues Institute (PPI). This two-day program provided comprehensive reviews of major issue areas expected to be legislatively active during the upcoming

session of the Congress. CRS recorded 427 attendances by congressional staff at the PPI seminars this fiscal year.

The semiannual series of briefings by CRS attorneys on current legal issues of interest to the Congress, the “Federal Law Update” series, was presented in April and September. Other highlights of the year were the introductory legislative process institutes, advanced legislative process institute series, and the District/State Staff Institutes. In FY2002 CRS held 161 seminars on public policy and the budget process and 19 introductory and advanced institutes on congressional processes. Member and staff attendance at these events was 6,428.

Throughout the year CRS conducted seminars for Members and staff on timely public policy issues. These seminars featured a combination of CRS and outside experts to explore various facets of an issue. Highlights of the year included public policy seminars on such topics as the effects of terrorism on the U.S. health care system at the state and local levels, “fast track” trade promotion authority and implications for agriculture, the farm bill, U.S.-ASEAN relations, and the prospects of health care for noncitizens.

CRS held 40 briefings on CRS services for new congressional staff and 133 orientations on the Service and its functions for congressional interns. The briefings were given to 221 new professional staff and 3,633 interns.

Legislative Summaries, Digests, and Compilations

For 67 years the Bill Digest Section of CRS has had statutory responsibility for preparation of nonpartisan digests of introduced public bills and resolutions. Detailed revised summaries that reflect changes are also prepared. In addition, CRS identifies titles and related and identical measures, assigns subject indexing terms, and provides

citations to the *Congressional Record* for debates, texts of measures, and Member introductory remarks. During the past year Bill Digest staff made further progress developing and implementing software tools to assist in analyzing, comparing, and indexing bill texts. Design of a new data entry system, already employed for some tasks, continued.

The information prepared by the CRS Bill Digest Section is available in an online legislative database that is accessible to the Congress on the CRS Web site and through the Legislation Information System (LIS).

For historical research, CRS also maintains similar legislative information from the current session of Congress back to the 93rd Congress (1973 through 2002).

Other Services

Audiovisual products and services

The CRS Technology Office's Application Development Section undertakes a broad range of projects in support of services to the Congress. The audiovisual team was called on throughout the year to produce video tapes or audio tapes of a variety of CRS events. The team, together with the Web team, produced two Webcasts and vastly improved the process for digitizing content for delivery through the Web. This growing focus led the audiovisual team to rapidly digitize all pertinent seminars and briefings for the CRS Website. Some of the first to be digitized came in response to the September 11 attacks and addressed terrorism-related issues. The Supreme Court Appointment Process and

Legislative Procedures followed. Since October 2001 CRS has maintained a growing library of Web-based, on-demand products. Of the 30 multimedia products (video and audio programs) in the CRS inventory at the close of FY2002, 17 were available online. During FY2002 CRS prepared a total of 14 new video tapes and 10 audio tapes (9 of the latter as video programs), and the tapes were available through the CRS Product Distribution Center. There were 211 requests for video tapes and 83 for audio tapes during the fiscal year. All programs produced were available on the CRS Web site. For the twentieth year CRS continued to regularly provide two hours of television programming each weekday for the House and Senate closed-circuit cable systems.

The multimedia products produced in the past year include Bioterrorism: Improving Public Health Preparedness; The President's FY2003 Budget for Homeland Security and Defense; Health Insurance Coverage for the Unemployed and Uninsured; The Outlook for Tax Legislation; Immigration and Border Security; and Fighting Terrorism Abroad.

Language support

The Foreign Affairs, Defense, and Trade Division provides translations for Members and committees. Languages covered in-house include French, German, Greek, Italian, Latin, and Portuguese. For translations into or from other languages, the division can make arrangements to contract the work to outside vendors. ■

CRS Organizational Structure

CRS has adopted an interdisciplinary and integrative approach as it responds to requests from the Congress. The Service seeks to define complex issues in clear and understandable ways, identify basic causes of the problems under consideration, and highlight available policy choices and potential effects of action. CRS is organized into the following divisions and offices to support the analysis, research, and information needs of the Congress.

Divisions

American Law Division

The American Law Division provides the Congress with legal analysis and information on the range of legal questions that emerge from the congressional agenda. Division lawyers and paralegals work with federal, state, and international legal resources in support of the legislative, oversight, and representational needs of Members and committees of Congress. The division's work involves the constitutional framework of separation of powers, congressional-executive relations and federalism; the legal aspects of congressional practices and procedures; and the myriad questions of administrative law, constitutional law, criminal law, civil rights, environmental law, business and tax law and international law that are implicated by the legislative process. In addition, the division prepares *The Constitution of the United States of America—Analysis and Interpretation* (popularly known as the *Constitution Annotated*).

Domestic Social Policy Division

The Domestic Social Policy Division offers the Congress research and analysis in the broad area of domestic social policies and programs. Analysts use multiple disciplines in their research, including program and legislative expertise, quantitative methodologies, and economic analysis. Issue and legislative areas include education and training, health care and medicine, social security, public and private pensions, welfare, nutrition, housing, immigration, civil rights, drug control, crime and criminal justice, labor and occupational safety, unemployment and workers compensation, and other issues related to children, persons with disabilities, the aged, the poor, veterans, and minorities.

CRS has adopted an interdisciplinary and integrative approach as it responds to requests from the Congress.

Foreign Affairs, Defense, and Trade

The Foreign Affairs, Defense, and Trade Division is organized into seven regional and functional sections. Analysts follow worldwide political and economic developments for the Congress, including U.S. relations with individual countries and transnational issues such as terrorism, refugees, global economic problems, and global institutions such as the International Monetary Fund and the World Trade Organization. They also address U.S.

foreign aid programs, strategies, and resource allocations; State Department budget and functions; international debt; public diplomacy; and legislation on foreign relations. Other work includes national security policy, military strategy, weapons systems, military compensation, the defense budget, and U.S. military bases. Trade-related legislation, policies, and programs and U.S. trade performance and investment flows are covered, as are trade negotiations and agreements, export promotion, import regulations, tariffs, and trade policy functions.

Government and Finance Division

The Government and Finance division responds to congressional requests for assistance on all aspects of Congress. These include the congressional budget and appropriations process, the legislative process, congressional history, and the organization and operations of Congress and legislative branch agencies. Among the financial issues covered by the division are banking, financial institutions, insurance, and securities; taxation, public finance, fiscal and monetary policy, and the public debt; the interaction between taxes and interest rates; and such economic indicators as gross domestic product, inflation, and savings. In addition the division responds to requests on the organization and management of the federal executive and judicial branches; government personnel and the civil service; the presidency and vice presidency; government information policy and privacy issues; intergovernmental relations and forms of federal aid; state and local government; statehood and U.S. territories; the District of Columbia; economic development; federal planning for and response to emergencies, disasters, and acts of terrorism in the United States; survey research and public opinion polls;

the Census; reapportionment and redistricting; elections, campaign finance, lobbying, and political parties; U.S. history; constitutional amendments; and constitutional theory and history.

Information Research Division

The Information Research Division responds to requests for information research and reference assistance. The division serves Congress by extending research techniques beyond the limitations of traditional library tools and drawing on automated files, the wide range of the Internet, local and state governments, private organizations and institutions, as well as the resources of the Library of Congress. Responses are tailored and may include written reports, selected materials, info packs, electronic files, as well as Web pages designed to meet the needs of Congress for continuous access to information and research. The staff in the congressional reading rooms and research centers provides telephone reference service and in-person consultation on resources and research strategies for congressional staff. The Product Distribution Center provides document delivery service for CRS products.

Resources, Science, and Industry Division

The Resources, Science, and Industry Division covers an array of legislative issues for Congress involving natural resources and environmental management, science and technology, and industry and infrastructure. Resources work includes policy analysis on public lands and other natural resources issues; environment; agriculture, food, and fisheries; and energy and minerals. Science coverage includes policy analysis on civilian and military research and development issues, information and telecommunications,

space, earth sciences, and general science and technology. Support on industry issues includes policy analysis on transportation and transportation infrastructure issues, industrial market structure and regulation, and sector-specific industry analysis.

Offices

Office of Finance and Administration

The Office of Finance and Administration maintains oversight of the financial and administrative activities and programs of the Service; implements and coordinates the Service's strategic planning goals; directs the fiscal operations of the Service, including appropriation requests and related budget estimates, budget execution, external contracting, fund-raising, and procurement; represents the Director in handling issues involving the Service's status, role, activities, and interaction with other entities regarding each aspect of the Library's Planning, Programming, Budgeting, Execution, and Evaluation System (PPBEES); and provides a co-chair of the External Research Review Board for reviewing contract proposals and making recommendations to the Director.

Office of Information Resources Management

The Office of Information Resources Management develops and maintains information services that support both the Congress and CRS staff. The office provides information support to CRS staff through its management of three Information Resource Centers, reference services, procurement of electronic and print resources, training in the use of electronic resources, and Intranet resource development.

Office of the Congressional Affairs and Counselor to the Director

The Office of Congressional Affairs and Counselor to the Director plans, develops, and coordinates matters relating to internal CRS policies, particularly as they affect the Service's relationships with congressional clients and other legislative support agencies; provides final CRS review and clearance of all CRS products; ensures that the Service complies with applicable guidelines and directives contained in the Reorganization Act, in statements by appropriations and oversight committees, and in Library regulations and CRS policy statements. This office receives, assigns to the research divisions, and tracks congressional inquiries; works with the divisions to plan and carry out institutes, seminars, and briefings for Members, committees, and their staffs, and takes the lead in developing, strengthening, and implementing outreach to congressional offices; records, tracks, and reports data on congressional inquiries and CRS responses; and develops and refines systems designed to provide managers with statistical information needed to analyze subject coverage, client service, and the use of resources. The Office also provides a co-chair of the External Research Review Board for reviewing contract proposals and making recommendations to the Director and provides counsel to the Director and the Deputy Director on matters of law and policy.

Office of Legislative Information

The Office of Legislative Information develops and maintains information services that support both the Congress and CRS staff, including the CRS Web site and the congressional legislative information retrieval system (LIS); provides summaries and status information for all bills introduced each Congress; builds and maintains the

technology infrastructure of the Service as a whole; develops and applies new technologies to enhance CRS research capability and productivity; develops and implements information technology to enhance communication of CRS research to its clients; edits, produces, and distributes CRS products in electronic format; and represents the Director in dealing with other organizations and agencies on issues regarding legislative information technology.

The Office of Workforce Development

The Office of Workforce Development administers the Service's recruitment, staffing, and workforce development programs, including succession planning, merit selection, and other employment programs, special recruitment programs, upward mobility programs, diversity efforts, mentoring, special recognition programs, training and travel, position classification, and performance management programs and activities. This Office represents the Director in issues involving the Service's status, role, activities, and interaction with other Library entities in relevant areas of human resources administration, management, and development. Overall the goal of the Office is to enhance the Service's ability to attract and retain the human resources talent it needs to respond to the dynamic research, analysis, and information needs of the Congress. ■



CRS Organizational Chart

Director, Deputy Director (DIR)		
Office of Congressional Affairs and Counselor to the Director (CAC)		American Law Division (ALD)
Office of Finance and Administration (FIN)		Domestic Social Policy Division (DSP)
Office of Information Resources Management (IRM)		Foreign Affairs, Defense, and Trade Division (FDT)
Office of Legislative Information (LIN)		Government and Finance Division (G&F)
Office of Workforce Development (WRK)		Information Research Division (INF)
		Resources, Science, and Industry Division (RSI)



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